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ABSTRACT

This document presents a rationale and procedures for a series of workshops on land use planning. It was developed initially as a response to the need for information and materials for land use planning in rural Alaska. A four cycle planning model is provided and a suggested format is offered for an individual workshop session. Each session contains background information, exercises of application possibilities, and a list of discussion questions. The session topics include: (1) goals (discussing what goals are, what they should do, and how to write them); (2) objectives; (3) information (explaining what data are needed); (4) alternatives (identifying what they are, how to develop, and how to evaluate them); (5) plans (proposing selection and implementation possibilities); and (6) review and revise (discussing ongoing and periodic evaluation strategies). (ML)

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LAND USE PLANNING
WORKBOOK

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LAND USE PLANNING WORKBOOK

OVERVIEW

Over the last several years the Alaska Native Human Resource Development Program has become involved with land and resource management educational programs. In the course of developing materials, we became aware that rural Alaskans face a difficult situation when it comes to protecting and using their land and its resources. The problems are complex, in many cases they are unique to Alaska, and they vary from region to region.

Rural Alaskans face a difficult situation when it comes to protecting and using their land and its resources.

One of the projects ANHRDP produced was a general level, introductory video course called Land and Resource Management. When we taught it, we asked students what areas they would like additional courses on. The majority answered that they needed more information on land use planning. As a result we began work on this course.

WHY PLANNING?

Our first question was: why is planning and especially land use planning so important? Part of the answer is that there is a tremendous amount of change today in rural Alaska. Planning is a way of coping with change: It's a way of affecting the future. Of course, even if you do an excellent job of planning, there are no guarantees that things will turn out the way you want them to. But by planning, you increase the odds that things will go your way. Planning lets you be a factor in the events affecting your future.

Why is land use planning so important?

It's a way of coping with change.

Comprehensive Land Use Plans

When you plan for land, you should always start with a land use plan. It's an overall plan that coordinates how all the different areas of your land are going to be used. By thinking through the overall picture first, you can keep from making expensive mistakes. It helps you avoid the "oops syndrome" which is when a planning group decides to do something in one area, such as a shareholder land distribution, before looking at the overall situation. What often happens is that they prepare a subdivision plan and perhaps even implement it before realizing that the subdivision would be better located in another area.

Always start with a comprehensive land use plan.

Before preparing any detailed plans, you should prepare a land use plan that sets up a land use pattern for the whole area. Then you prepare sub- plans such as subdivision plans, management plans, project plans, etc. for each area of your land use plan. In this workshop we will focus on land use plans.

Once you have a land use plan, you can prepare detailed subplans.

Competing Interests

Alaska's land is being carved up by competing interests

Another reason for planning is: today Alaska is like a giant pie being carved up by competing interests. Oil and mineral companies, state and federal agencies, conservation groups, private land owners all have plans for Alaska. Their plans will affect all of us. One way to counter the affects of other plans is to develop your own plan and use it to force adjacent land owners to consider your interests when they plan.

You can use your land plan to force adjacent land owners to consider your interests.

In some instances you may have to resort to legal means. But in many cases you won't, because a land plan lets you illustrate conflicts. Once people understand your position, they may be willing to work with you toward solutions.

LAND USE PLANNING ISSUES

In the process of developing information and working with content experts, we became aware of some central issues in land use planning.

Control

Control is one of the most important issues.

Control is one of the most important issues. Who does the planning? In any given area there are likely to be several groups or individuals who would like to dominate the planning process. Even some outside planning consultants like to control a planning situation, either because they don't know how to work with people or because it's easier and more efficient for them if they just take over. Some planners find it easier to write a plan without input from their clients especially if getting that input requires being able to communicate across cultures. Even when planners and resource consultants have the best intentions, the planning process can get out of hand to the point that local people feel they have no say in the decisions and no control over the final product.

Land use plan developed by outsiders usually don't serve the needs of local people.

Unfortunately land use plans that are developed by outsiders seldom serve the needs of local people. In order to meet these needs, people who will be affected by the plan must control the planning process. The plan should serve their interests.

Values Versus Technical Expertise

Land use planning is based on values. Values are what people want or like or believe in.

Another issue to keep in mind when working with planners and resource consultants is that land use planning is primarily based on values; it's based on what people like, want, or need. Land management planning, on the other hand, is based on technical expertise.

Land use planning designates certain areas for certain purposes. For example, one area is set aside for logging, another as wilderness, and another for development. Once that's done, land management planning focuses on achieving these goals. After the land use plan sets an area aside for logging, the land management plan designates how the logging will be done, where the roads will go, which areas will be logged, how these areas are to be replanted etc. You would need someone who has forestry experience to do this kind of planning.

The distinction between planning that's based on values and planning that's based on technical expertise is important because you will probably have to buy some technical expertise in order to complete the management aspects of your plan. But make sure that the experts you work with understand that you're only paying for their technical knowledge and you're not really interested in their opinions about what you should do with your land. You and the people in your community will decide what you want from your land and your corporation.

Make sure that the experts you work with understand that you're not interested in their opinions about what you should do with your land.

Planners and consultants in general are not decision makers. Their role should be to provide you with information so that you can make decisions about your land and your future.

Planning is Expensive

When we were gathering content material for this course, we also became aware of how expensive planning can be. Fees for consultation with planners and resource management experts are high. Collecting the information needed to prepare a plan is expensive. And planning takes time which contributes to the overall cost.

Planning can cost a lot.

CYCLE PLANNING

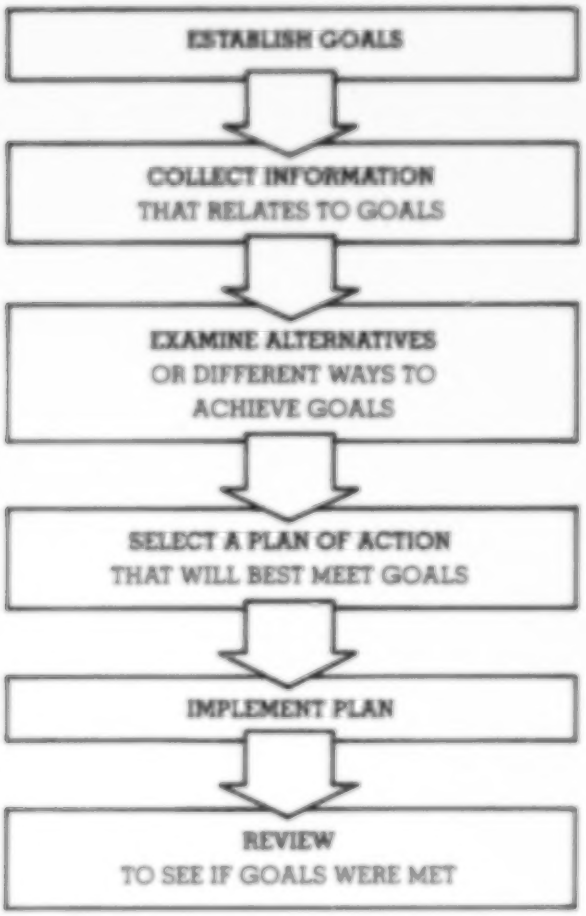
Once we identified these issues we began looking for a planning process that keeps costs down and keeps local people in control. The cycle planning process presented in the video was designed to do these things. It works by teaching people to do their own land use planning.

Cycle planning keeps costs down and keeps local people in control.

Planning is something we're all familiar with whether we use a formal process or not. It's a way of thinking about and organizing something before doing it. We've all done planning or made plans before. When you build something or take a trip, you plan. Most of us use a planning process all the time without realizing it. Most planners use the traditional planning process we introduced in part I of the video.

Planning is a way of thinking.

TRADITIONAL PLANNING PROCESS



Without being aware of it, most of us use this process all the time.

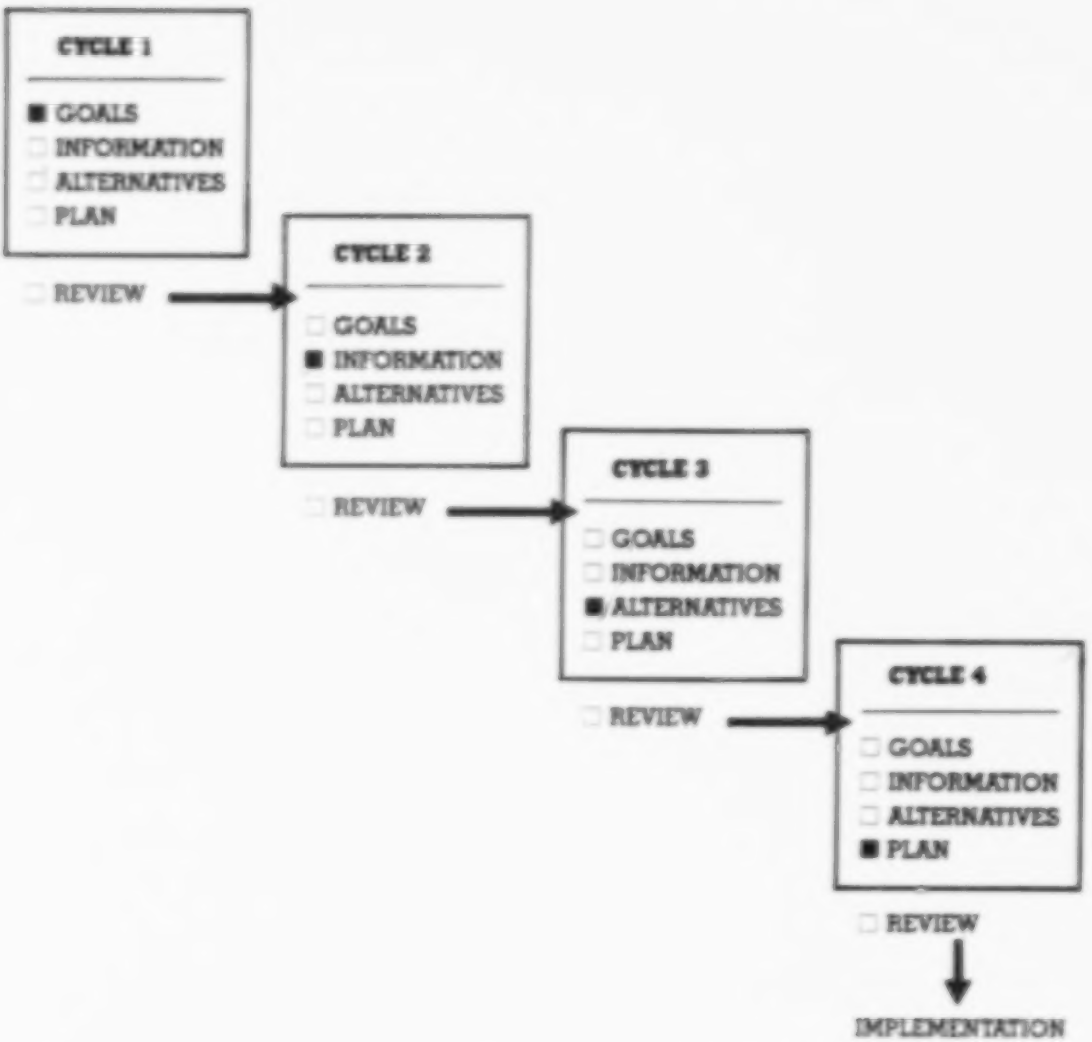
Even though we may not be aware of it, we use these same steps when we're planning. In fact, we usually go through them several times. When you're planning a new house or a cabin, you probably draw up, or at least think through, several sets of plans before developing a final one that has everything you want. Your first time through you'd probably make broad general decisions like how big, how many bedrooms, whether to use logs or build a frame house. At that point you might talk about these ideas with your family or with a friend who had built his own home.

The next time you thought about your plan, you'd make more specific kinds of decisions such as picking a basic floor plan, deciding where windows and doors will go, etc. Each time you'd go over your plan you'd make more detailed kinds of decisions until you were sure of what you wanted and could order the materials and start on your house.

This is basically cycle planning. Cycle planning means going through the planning process several times in order to think through all problems, options, and solutions.

Cycle planning is a planned way of doing things over until they're done right.

DIAGRAM OF CYCLE PROCESS



Using this process, people learn planning by doing it.

One of the reasons we liked this process is that people learn planning as they do it. Cycle 1 is a one or two day workshop where people learn about planning by preparing a rough draft land use plan.

THIS WORKSHOP - CYCLE 1

This workshop is your Cycle 1. During it you'll prepare a land use plan for your area.

This workshop will be your cycle 1. During it you will prepare a rough draft comprehensive land use plan for your area. Below is a suggested schedule that will enable you to finish cycle 1 during this workshop. Try to keep moving; remember there isn't time to deal with any of the issues in depth and it's not important to do so. It's more important to get through the first cycle and see how the process works.

SCHEDULE

- PRE-PLANNING CONSIDERATIONS (1:00 - 2:30 p.m.)
- BREAK (2:30 - 2:45 p.m.)
- GOALS & OBJECTIVES (2:45 - 4:15 p.m.)

2ND DAY

- INFORMATION (9:00 - 10:30 a.m.)
- BREAK (10:30 - 10:45 a.m.)
- ALTERNATIVES (10:45 a.m. - 12:15 p.m.)
- LUNCH (12:15 - 1:30 p.m.)
- PLAN (1:30 - 3:00 p.m.)
- REVIEW & REVISE (3:00 - 4:00 p.m.)

HOW TO USE THIS WORKBOOK

First you'll read about what you need to do, then you'll do it.

This workbook contains information on each of the sessions in the schedule. Before you begin each session, you'll read the appropriate section in the workbook and apply the information in it to your local land use plan.

Preliminary To Planning Issues - First you read the section "Before you start". It explains the things you need to consider at the beginning of your planning process. Then you'll spend some time discussing and working on these issues as a group.

Goals - Before you write goals for your land use plan you'll read the section on goals. It will tell you what goals are, what they should do, and how to write them. After you read it, you'll write goals for your land use plan. This section on goals also has a section on objectives. After you work on your goals, you'll need this section and write objectives for your goals.

Information - This section explains what kind of data you need for cycle 1 and what data you'll need in later cycles. After reading it, you'll prepare a resource map that will help you prepare your cycle 1 land use plan.

Alternatives - The section on alternatives explains what they are and how to develop and evaluate them. After you read this section, you'll develop two or three alternative land use plans.

Plan/Implementation - This section discusses choosing one of the alternatives you have prepared and thinking about how you'll put it into practice. When you finish reading it you'll choose one of your alternatives. Then you'll discuss how to implement it.

Review & Revise - The section on review covers how to review your plan while you develop it and after you implement it. After you read about review processes, you'll discuss your ongoing and periodic reviews.

MAKE THE PROCESS WORK FOR YOU

Planning is a tool. Use it when it's appropriate and make it work for you.

The video you just saw presented cycle planning as a process that goes through the steps of planning four times. Four repetitions work well for most problems, but it's important to realize that the elements of planning are valuable only if they work in your situation. They are tools to be used or not used, modified or changed to suit your needs. At times, you may want to combine or omit steps. In some cases you might not need four full cycles. Sometimes three, two, or even one would be better. On the other hand, if unexpected problems arise, you might want to add or repeat a cycle. Don't let the process limit or restrict you. Change or modify it to suit your needs.

Change or modify the process to suit your needs.

Most of us are able to plan familiar projects or events without using a formal process and thinking in terms of goals, alternatives, or cycles. But these terms and this process are helpful when you're planning something new or complicated, or when lots of people are involved or time and money are limited. Since land use planning has many of these problems, using a formal process will help you keep on track and moving forward.

Exercise

Now you'll begin preparing a cycle 1, land use plan for your area. Keep in mind that it won't be a finished plan; it'll be a rough draft that you'll have to revise a number of times before implementing it. The major reason for doing cycle 1 is to learn about the planning process.

Cycle 1 is a lot to accomplish in a short amount of time. Your group will need to work together and keep moving in order to get finished.

Read the following section called "BEFORE YOU START..." (pages 9-12). It explained the things you need to consider at the beginning of your planning process.

BEFORE YOU START...

Preliminary considerations are important.

Before you begin to plan you need to do some preliminary work. There are some important issues to consider before beginning the planning process.

Financial Considerations

Think about money.

The first question to ask is: How much will your plan cost? Can you afford it? Is this a good time to spend money on a land plan? What is the cost or risk of not planning?

Scope of Planning

How much planning are you going to do?

In some cases you may want to spend as little as possible, do only a little planning, perhaps only enough to broadly classify certain areas, protecting the land for the future. Or you may want a plan that's aimed at development; you may want jobs, growth, and profits.

Before you start, decide on the scope or intent of your planning effort. Don't forget to consider office space, typewriters, secretarial staff, and other essential details.

Authority

Do you have the authority to plan?

Another important pre-planning question is: Do you have the authority to plan? What is the extent of that authority? For example, the village council doesn't have the authority to do planning for the village corporation, and the village corporation shouldn't interfere with village council planning.

Timelines, Deadlines

How much time do you have?

Another preplanning issue is: time? How long do you have? Is there a deadline? Do certain things have to be taken care of within a certain time?

Participation

How will you involve people?

Probably the most important question to consider when you're setting up a planning process is: How are you going to involve people? Good plans are based on what people in the area want or need. In order to make sure you're on target, you need to include people in the planning process.

One way to do this is to have local people review the plan as it takes shape. Formal review processes such as public meetings, opinion surveys, open houses, workshops and group discussions are ways to do this. But

don't think that formal processes are the only way to get participation or input. Many villages have highly efficient networks of families and friends that can be used to keep people informed and involved in the planning process.

If you already have good participation processes, use them.

Choose a style of participation that will work in your situation. Some villages may want to use public meetings; in other places, the ties that bind families and friends will work even better. What's important is that people participate in the planning process.

Usually, you'll get a better plan if the people that will be affected by the plan help prepare it. This is one way to insure that the plan serves local people's needs and interests. In addition, when people develop their own plan, they are more likely to use it. They have a sense of pride and ownership in it.

There is a more serious side to the issue of participation. If people are deliberately or even unintentionally excluded from the planning process, they may have a legitimate lawsuit.

Participation Oriented Planning Process

Use a participation-oriented planning process.

We recommend using a participation-oriented planning process. This means setting up a planning procedure that's based on local people doing the work and making the decisions. In this style of planning, local people take leadership roles with the planner acting as an advisor.

A participation-oriented style of planning has a number of other benefits. It's less expensive, and it trains people so that they can periodically review and update the plan.

Who Will Prepare The Plan?

Consider personnel; who will prepare the plan.

The next question to consider is personnel. Who is going to prepare the plan? Before hiring any outsiders, look at your own talent pool. Local people may be able to provide many of the services you will need. There may be someone in the community who could serve as a planner or permanent land manager.

Look at your own talent pool before considering outsiders.

Another option is to bring someone in to help you prepare your land plan. If you decide to do this, you may want to contact other villages that have prepared plans and ask them to recommend planning firms. Try to find a number of possibilities to choose from.

Evaluate Candidates on Paper and in Person

Evaluate credentials.

First evaluate candidates on paper. Look at their education and experience. Have they worked on similar kinds of projects? Look for completed products. Have

they done plans themselves or have they only assisted in planning projects? If possible get copies of any plans they've done. Can you understand them? Do they make sense?

Once you have a group of qualified candidates, talk to each one. At that point let your feelings guide you: Do you like the person? Can you communicate? Could you work together? Always choose from a list of qualified people, but when you make the final decision, go with your feelings; choose the one you like.

Interview qualified candidates. Be subjective. Do you like them? Can you talk to them easily?

Look for these general skills:

- o ability to gather and analyze information.
- o technical knowledge of planning.
- o sensitivity to community values.
- o ability to work with people in a group.
- o communication skills.
- o new and unusual ideas.
- o reasonable price.

Define the Planner's Role

Before hiring, you should define the planner's role. When you interview, ask the planners to explain planning and how they fit into the planning process. Look for someone who understands that planners are advisors, not decision makers. The planner's role is to provide you with information that enables you to make good decisions. Part of a planner's professional responsibility is to put personal opinions aside and consider only the client's values and interests.

Ask planners to explain planning and how they fit into the planning process.

When you define the planner's role, you can also establish how you will involve local people in the planning process. Let the planner know that you will use local hire and local talent whenever possible. Discuss the skills and abilities of people in the village and how they can be used. Defining the planner's role when you are interviewing will help you find a planner who can work closely with people in your village.

Let the planner know that you will use local hire and local talent whenever possble.

Evaluate the Planner

The reviews at the end of cycles 1 and 2 are excellent times to evaluate the planner. In fact, you may want to hire one on a short contract for cycle 1. If he works well with you and seems capable, you can extend his contract. If not, you can hire another planner without having lost much time or money.

Evaluate the planner at the end of cycles 1 and 2.

The review at the end of cycle 2 is the place to make a final decision about the planner. At this point you should feel confident about whether he or she is working out. If they aren't, you can still find someone else. But if you have to get a new planner any later in

the process, it will push your costs up and may affect your final product.

Talk to the Land Owners Around You

Ask land owners around you about their land plans.

Another thing you may want to do before starting your planning process is ask adjacent land owners about their land plans. In many instances these are federal and state agencies, some of whom may be able to help you in your planning process.

First find out who owns the land around yours. Then write or phone them. Explain that you are preparing a land use plan and ask for any information that has to do with planning in your area. Ask each group if they have plans, and would they send you a copy. This establishes you as a factor in their plan.

Don't let other groups or agencies dictate to you.

The ideal situation is when different groups cooperate to assist each other in planning. But don't let other agencies or groups dictate to you. You have as much right to be determining what's happening in your area as anyone else.

Exercise

Discuss as a group how the material in this section applies to your local planning process. Use the following two pages for any notes you may want to make while you work on these issues.

WORKSHEET

Questions

1. Did you review costs? Can you estimate what it will cost to prepare a land use plan? Did you need more information about costs? Where can you get it? In general can you afford to prepare a land use plan at this time?

2. What is the scope or intent of your planning?

3. Do you have the authority to plan.

4. How long can you take? Do you have deadlines?

5. What about participation? How are you going to involve local people in your planning process?

6. Who will prepare the plan?

7. Have you defined the planner's role?

8. Have you considered adjacent land owners? How and when will you contact them about their plans?

GOALS

Goals are what you want to accomplish. They're the end product of your plan. What do the people of your village want and need? Jobs, income, housing, homesites, to be able to hunt and fish in the future? These are the kinds of issues and concerns that translate into goals. A goal is a broad general statement of an organization's desires or wishes. Some examples of goals are:

Start your planning process by thinking about what you want to accomplish in the end.

1. Provide opportunities for jobs in forestry and agriculture.
2. Protect subsistence resources.
3. Decrease the cost of living in the community.

Goals Can Make or Break Your Plan

Goals are probably the most important part of a plan. You can do an excellent job preparing a plan but if the goals don't represent the people affected, the plan may make people mad and end up on the shelf.

Without good goals, your plan may end up on the shelf.

If you hire a planning firm, make sure that the planners act as facilitators to help you establish sound goals. A facilitator is someone who puts aside his values in order to help the group express its concerns. Unfortunately what often happens is that the client (corporation) doesn't have clear goals so the planning firm makes some up. Then it writes a plan that looks nice on paper but isn't what people want.

How to Get Started

So how do you get started writing goals? One way is to develop a list of issues and concerns. What are people in your community thinking about. What are the problems, the fears, the hopes. Often you can identify the issues and concerns at the beginning of cycle 1 and use the workshop to develop a general set of goals.

Start writing goals by developing a list of issues and concerns.

Special meetings are another way to get this kind of information. If you hold a community meeting to identify issues and problems, be sure that the leader acts as a facilitator, not a director or opinion setter.

Write Your Ideas Down

One piece of advice: put your ideas on paper. In the beginning it doesn't matter that your goals are vague. What is important is that you write your ideas down so that you can work on them later. When you write, use words that feel comfortable. Keep refining and

Put your ideas on paper. Use words that feel comfortable.

rewriting your goals until you have something you can work with.

Goals and Cycle 1

Develop a general set of goals in Cycle 1.

During the Cycle 1 workshop, the planner helps you develop a general list of goals. He should advise without making judgments about people's values or ideas. After all, only the people who are affected by the plan should set goals.

Although the Cycle 1 workshop focuses on goals, you won't have final or even very detailed goals when you're finished. But after going through Cycle 1, you will see how goals translate into alternatives and plans.

Goals and Cycle 2

In Cycle 2, revise and refine your goals.

With this experience you can come back in cycle 2 and prepare more refined goals. In cycle 2, the planner continues to act as a facilitator but he may become more active as he helps you translate your ideas into clear, feasible goals. Review and rewrite your goals in cycle 2. When you do this, ask the following questions:

1. Are your goals detailed enough to provide direction, but general enough not to limit alternatives?
2. Do your goals cover all the issues?
3. Is each goal important enough to be worth the effort?
4. Are your goals realistic?
5. Will you be able to tell when you've achieved each goal?
6. Do the goals define a course of action? Goals can be general yet clear, but they should not be vague.
7. Are the goals flexible enough to allow for change?
8. Do the goals conflict?

Don't worry about competition between goals in Cycle 1.

Different goals often compete for the same resource. For example, your best timber lands may have the best hunting and trapping. In the beginning don't worry about conflicts between goals. In later cycles, you may have to revise a goal or drop it from your list if you can't find a way to achieve both. When you start out, concentrate on trying to get all of your ideas on paper.

Ask: Do the goals represent the people they will influence?

A final question to ask is: "Do the goals represent the people they will influence?" One way to find out is: conduct a shareholder opinion survey. Ask people to review the goals you've written or ask each person to write the five or ten most important issues relating to their land or community. Another successful strategy is

to have people from the planning group go out and talk to people in the area, showing them the goals and asking for ideas and reactions.

Exercise

Based on what you've just read, write goals for your land use plan. The first question that might come to mind is how many goals do you need. It's a good question. The answer depends on the size and scope of your planning problem. Basically you should make sure that you cover all the issues.

For today's exercise, you should try to develop about five goals. This will give you enough to work with through the rest of your planning exercise today.

Questions

1. Are your goals broad general statements of what you hope to accomplish?

2. Do your goals represent the people they will affect?

3. Evaluate your goals according to the eight criteria on page 17.

OBJECTIVES

Goals and Cycle 3

In cycle 3 you refine goals and work out ways to get from goals to actions. You may need to rate goals and drop those that are least important. If there are goal conflicts, you may have to revise or delete a goal. At this point the planner assumes a more active role; you should rely on his expertise in land use issues and his experience in preparing goals-to-action outlines.

In Cycle 3, work out ways to get from goals to actions.

Goals-to-Action Outlines

Preparing a goals-to-action outline means thinking through and organizing the actions you would take to achieve a goal. Different people go about this in different ways. Some people prepare elaborate outlines and spend a lot of time making their outlines conform to various academic formats. You may hear about strategies, objectives, standards, actions, targets, etc., and you can spend a lot of time trying to figure out what these terms mean and whether something is properly considered a strategy, an action, an objective, or what. Our advice is don't get bogged down in details that won't help get the job done. Keep your goals-to-action outlines simple, practical, and useful.

Goals-to-action outlines are a series of steps you would take to achieve your goals.

Keep them simple, practical, and useful.

You start with goals. A goal is a broad general statement of an organization's desires or wishes. It usually doesn't tell you how much you want or when you want to have it. Often it is not expected that a goal could ever be completely achieved.

Some examples of goals are:

Provide opportunities for jobs in forestry and agriculture.
Protect subsistence resources.
Decrease the cost of living in the community.

Objectives

When you're writing goals, you should be thinking about objectives. Objectives are actions you can take that will bring you closer to your goals.

Objectives are actions that will bring you closer to your goals.

A good objective has three essential elements:

Objectives have 3 elements:

1. It states what is to be accomplished.
2. It states when or within what time period it is to be accomplished.
3. It includes measurement factors, such as quantity, quality, or cost, which make it possible to verify that the objective has been accomplished.

1. What is to be accomplished?
2. When?
3. How to measure or verify that its been accomplished.

Some examples of objectives (based upon the above goals):

Goal: Provide opportunities for jobs in forestry and agriculture.

Objectives:
1. Create a small forest industry by 1987 that will produce lumber and houselogs and employ 4 people.
2. Develop a small vegetable farm by 1985 that will employ 3 people and supply you and neighboring communities with fresh vegtables.

Goal: Protect subsistence resources.

Objectives:
1. Identify and map all critical wildlife habitat on village lands by 1985.
2. Prohibit all hunting by non-shareholders on village lands by 1986.
3. Register 50% of the traplines located on village lands by 1986.

Goal: Decrease the cost of living in the community of Raven.

Objectives:
1. Develop a fuel cooperative by 1985.
2. Develop a "farmers market" in the community where local producers can market agricultural products by 1985.

Targets and Standards

Targets and standards are used to make objectives more definite.

Targets establish when an objective has been achieved.

Standards indicate how well something should be done.

Targets and standards are sometimes used to make objectives more definite. Targets are specific indicators (usually measurements) that establish when an objective has been achieved. Standards indicate how well something should be done.

The following is an example using one of the above objectives:

> Create a small forest industry that will produce 500,000 board feet (target) annually by 1987 and employ 4 people who have had certified (standard) forestry training.

Objectives and Evaluation

Good objectives also make it possible to evaluate whether you are achieving your goals. For example suppose your goal reads:

Goal: Manage your reindeer herd wisely.

What is wise management? How will you know when you've done it? Consider using the following goal and objectives instead.

Goal: Bring about an increase in the profits from the herd.

Objectives:

1. Increase the overwintering population of the herd from 1500 animals to 2000 animals within 5 years.
2. Increase the number of animals to be marketed annually from 150 to 400 animals within 5 years.
3. Increase the annual antler production from 1500 lbs to 3000 lbs within 5 years.
4. Have the herd on a rotational grazing system within two years.
5. Develop a marketing plan for the herd within one year.

If your goals and objectives are written along these lines, you have a way of evaluating your progress when you review your plan in six months or a year.

Review Processes

At the same time that you prepare goals-to-action outlines, you should develop a monitoring and review program. All plans need to be watched to assure that they are doing what they were set up to do; they should be reviewed on a regular basis. Clear goals and good achievement standards are essential to your review program. Without them, you won't be able to tell how your plan is progressing and whether you're on track or not.

By the end of cycle 3, your goals should be almost finished. You make only minor adjustments to finalize them in cycle 4.

When you prepare goals-to-action outlines, you should also develop a monitoring and review program.

Exercise

Write objectives for your goals.

Questions

1. Will your objectives help you to think through and organize the actions you would take to achieve a goal. (Cycle 1 is too early to write detailed goals-to-action outlines, but even at this point your objectives should indicate direction in terms of specific actions you would take to achieve your goals.)

2. Does each objective state what is to be accomplished.

3. Does each state when it is to be accomplished.

4. Have you used measurement factors which make it possible to verify that an objective has been accomplished.

INFORMATION

This step in the planning process is often called inventory. To take inventory means to list what you have on hand, to take stock of what you have to work with.

Information = Inventory.

Always develop goals before taking inventory. Goals determine what information you collect; anything that doesn't relate to the goals is unnecessary.

You need to consider your land and the resources on it. But the information step means more than that. It means taking stock of the people in the village, their talents and skills. It means taking into consideration the corporation's financial status. It also means gathering information about agencies that will provide information and assistance in planning.

Take stock of the land, the people, the financial situation, etc.

Data

Information about land and resources is usually in the form of facts and figures known as data.

Facts and figures are known as data.

Data is available from three sources:

1) General Knowledge
2) Secondary Data
3) Primary Data

Three sources are:
1. **General knowledge**
2. **Secondary data**
3. **Primary data**

General Knowledge

General knowledge includes everything people know about their land. In rural Alaska, this is a vast storehouse of knowledge that is often undervalued by outsiders. People in your area know their land. This is reliable firsthand information. If it were gathered by a planning firm, it would be difficult to get and expensive.

General knowledge is everything people know about their land.

The best way to get this general knowledge is to design your planning process so that local people do most of the work, especially in cycles one and two. Not only will this save money, but it also gives people a feeling of pride and ownership in the final plan.

Secondary Data

Secondary data is information that has been collected by other people, either individuals, firms, or agencies. It may be in the form of maps, files, aerial photos, reports, statistical summaries, or books. Secondary information is cheap but it may not be accurate, complete, or up-to-date.

Secondary data is information that's been collected by other people or groups.

Primary Data

Primary data is collected in the field.

Primary data is collected in the field. It can be very accurate, complete, and up-to-date, but it is expensive.

Evaluate Data

Evaluate your data.

When you're making decisions about what data to collect, ask yourself the following questions:

1. What data is good data?
2. Does it relate to goals?
3. Is it appropriate to the problem, especially given costs?
4. Is it accurate and reliable?
5. Can you build on it? (Does it make a foundation for further study?)
6. Is it in a form that can be used with other data?
7. Do you have enough information to base decisions on?

Maps

Land planning processes use maps. At the beginning of your planning process, get a map of the area to serve as a base map.

Although data has many forms, most land planning processes rely on maps. At the beginning of your planning process, get a map of the area to serve as a base map. A number of government agencies provide maps of different types and scales. U.S. Geological Survey quadrangles are useful base sheets. Other federal and state agencies (Forest Service, Department of Natural Resources, BIA, Coastal Zone) have prepared maps. Satellite photos are also available from NASA.

Information and Cycle 1

Use general knowledge in Cycle 1.

In cycle 1, you rely on general knowledge; what people know. The planner asks people to tell him what's on their land and records the information on a base map. At the end of the cycle, people have a better idea of what kind of information they'll need in order to complete their plan.

Information and Cycle 2

In Cycle 2, gather secondary data.

In cycle 2 the group should focus on gathering secondary data. Agencies are the best place to look for this information.

Unfortunately, there are a confusing number of state and federal agencies involved in land and resource issues in Alaska. One way to sort them out is to think in terms of agencies that

1) have information
2) can provide assistance
3) are adjacent land owners.

Some are all three. (At the end of this booklet there is a resource manual that lists state and federal agencies that are involved in land use planning.)

If you requested information from adjacent land owners about their planning efforts before you started to plan, you should be getting responses. If you didn't contact these agencies or groups earlier, you should contact them at the beginning of cycle two.

Keep good records when you're collecting information.

When you talk with someone from an agency, either by phone or in person, take notes or write some afterward. Record the full name of the person you spoke with and the agency they work for; note the date; it's also handy to write the phone number on the page. Then write your questions and the answer you received. Later you can call the person for more help or information. If you're polite and friendly, they'll probably go out of their way to be helpful. Ask them to recommend other places to get information and assistance. If possible get the name of someone they think can be helpful.

When you get information, label it. Keep records on where you got it, how old it is, how accurate, and how complete. Keep your information organized. Your planner should help you set up a filing system, or, as planners would say, a "data retrieval system." One way to start out is to simply file information by type, such as, soils, forestry, wildlife, etc.

Information and Cycle 3

Collect any primary data you need in Cycle 3.

Through cycle 3 you gradually rely more and more on your planner. As you examine different alternatives and begin to prepare a specific plan, you may need more information. Try to fill the gap with additional secondary information. If that's not possible, you'll have to collect the additional information in the field, as primary data.

Your planner may be able to collect your primary data or you may have to hire specialists. Village people may be able to collect this data because they know their land and are perceptive about the natural world. You will probably have to provide some training, but this may be cheaper than bringing in outsiders. And it has the additional benefits of providing jobs and involving local people in the planning process.

Get estimates on bids on any primary data studies.

Before authorizing any primary data studies, get precise estimates or bids. Then analyze the situation; make sure that the data is necessary and worth the money. Pay particular attention to the level of detail of your study; if you collect too much information, you pay for data you won't use. If you collect too little data, you won't have enough information to make decisions. Before

authorizing a primary data study, make sure there aren't cheaper ways to collect the information.

Information Cycle 4

By cycle 4 you should have most or all of your data If necessary, collect any specific information you still need.

Exercises

1. Each person in the group should try to predict what percentage of the marbles are red, green, and blue. Anyone can buy information; they can pay to take marbles out on a random basis (actually no money will exchange hands, but the group should establish a price for each marble and keep track of how many marbles each person buys). The winners are the people who make the best predictions and spend the least money.

2. Now the group should prepare a resource map for their area based on general knowledge. People should take turns coming up and sketching in information about the land. Keep in mind that the resources you're most concerned with are the ones that relate to your goals.

Questions

1. How complete is the resource map you compiled based on general knowledge?

2. What kinds of secondary data do you need in order to complete your resource inventory?

3. What agencies might have secondary data you could use.

4. When in the cycle planning process should you collect your primary data?

ALTERNATIVES

Alternatives are different ways to achieve goals or packages of goals.

There are always a number of ways to achieve a goal or package of goals. Planners call the different ways alternatives or alternative plans. Each alternative plan is made up of elements. Some examples of elements are forestry, farming, subsistence, and mining. Alternatives start as ideas; they are ideas about ways to achieve goals.

Evaluate Your Ideas

Evaluate ideas.

Compare costs and benefits, but avoid thinking only in terms of dollars.

Once you get a collection of ideas you should evaluate each one. One of the best ways to do this is to compare costs versus benefits. When you do this be careful to avoid the pitfall of only thinking in terms of dollars. Your costs should also include such considerations as environmental damage, limits on other alternatives, social and cultural changes,...and your benefits should include more than just income. You'll want to consider future alternatives, employment, environmental benefits, lifestyle, etc. Once you have a detailed list of the costs and benefits, compare them.

In cycle 1 you won't have enough information to make accurate comparisons, so you'll have to do some guessing. But you can collect this information as part of the next cycle. In later cycles your comparisons will be more refined. Because you have more information, it becomes easier to answer the question: Are the benefits worth the costs?

Goal Conflicts

Goal conflicts may mean making choices.

This process also helps sort out goal conflicts. If one goal conflicts with another, you have to choose one goal over the other. For example, if one area has excellent timber but the trees are also important wildlife habitat, you may have to choose between logging, which is aimed at achieving the goal of jobs and income, and subsistence which is aimed at maintaining a traditional lifestyle. Once you eliminate goal conflicts you should only compare alternatives that are aimed at the same goal.

Impact Assessments

Impact assessments describe how an alternative will affect the area.

In cycle 3 you may need to do more refined kinds of analysis called impact assessments. An impact assessment is a technical form of analysis that describe how the plan will affect the land, wildlife, people, lifestyles, culture, etc. Impact assessments let you identify negative impacts and eliminate or reduce them before

implementing the plan. In the follow-up material we present additional information on impact assessments in the following areas:

1) economic
2) socio-cultural
3) physical--biological
4) operational--managerial

Equity

Consider who gains and who loses if an alternative is implemented.

One concept to consider during evaluation is the idea of equity. This simply means considering who gains and who loses if an alternative is implemented. Supposing a forestry plan affects the wildlife in an area. In this case, the stockholders benefit from the timber sales, but local people may lose in terms of hunting and trapping.

Prepare Several Alternatives in Each Cycle

Prepare several alternatives as a way of exploring different ideas.

In cycle planning you prepare several alternatives in each cycle and choose one at the end of the cycle. Of course there are exceptions; in some cases one alternative may be so clear and so obviously right that there aren't any realistic alternatives and it's a waste of time trying to develop any. Usually, however, you need to prepare several alternatives in order to explore as many different ideas as possible. The alternative you choose at the end of a cycle may be a combination of different alternatives.

Review Between Cycles

Between cycles, review your work with people in the community and use this information in the next cycle.

Between cycles review your work with people in the community. When you begin the next cycle, use the decisions you made in the last cycle and your review of them as your starting point. The alternatives you develop should be based on past decisions. After cycle 1 each time you develop alternatives, you are working on alternative ways to pursue what you decided to do in the last cycle.

Alternatives and Cycle 1

Use Cycle 1 as a way to test your goals; see how they translate into alternatives.

In cycle 1, alternatives are just general ideas about ways to achieve your goals. You won't have time to work these alternatives out carefully, and it's not important that you do so. What is important is that you have a chance to see how your goals look when you translate them into alternatives.

Alternatives and Cycle 2

Before you begin cycle two, review your cycle 1 alternatives and plan with people in the village. You may get some new ideas and you'll probably feel surer about some of the old ones.

If your review shows that you need to make changes, you would make those changes and then proceed with cycle 2. After cycle 1 your alternatives should be based on: 1) the decisions you made in the previous cycle, 2) your review of those decisions with people in the community, and 3) any changes you made as a result of your review.

Base your Cycle 2 alternatives on your Cycle 1 and your review of it with people in the community.

For example, supposing that at the end of cycle 1 your planning group chooses an alternative based on forestry, subsistence, and tourism. But when the group reviews the plan with local people, they find that in general, everyone likes the plan except for the idea of tourism.

As a result in the next cycle your planning group might decide to hold off on tourism and develop alternative way to pursue farming, forestry, and subsistence. In one alternative farming might be a commercial enterprise, while in another it might be limited to family and community gardens. Similarily one forestry alternative might use rivers as a means of transportation, while another might require building a network of roads to transport the logs.

Alternatives and Cycle 3

The alternatives you develop in cycle 3 would be further refinements of the decisions you made in cycle 2.

Alternatives and Cycle 4

Because you continually refine your decision making, by cycle 4 your alternatives are really alternative ways to implement your ideas.

Exercise

Develop three alternative land use plans for your area.

Questions

1. Compare the costs versus the benefits of the alternatives you developed.

2. At this point do you see any goal conflicts.

PLAN

The plan step of each cycle is the time to make decisions. You choose one of the alternatives you developed.

One of the important lessons to be learned about planning is that it is a process of making choices. Often difficult choices. One of the reasons for using a cycle process is that it gives people practice at doing this.

Planning means making choices.

At the beginning of the cycle process your decisions will be broad and general. Since cycle 1 is really more of an exercise, no one should feel bound by the decisions made in it.

As you move through the planning process you will make narrower, more specific decisions. In early cycles you will decide what kinds of things you want to do. At the end of the cycle process you will be deciding specifically how you're going to do them.

Implementation Information

Putting the plan into action is called implementation. The plan step of each cycle is the time to work on implementation information. Land use plans usually rely on one or more of the following methods of implementation:

Implementation means putting the plan into action.

Methods of implementation:

Land classification - to designate certain areas for certain purposes.

Land classification

Zoning - to divide land into areas for different uses, such as residential, commercial, etc. The different uses are then defined and enforced by regulations.

Zoning

Posting - putting signs up that state how the land may be used, i.e., no trespassing, no hunting, etc.

Posting

Special use permits - are used to make exceptions to zoning regulations. Occasionally there are uses that are not consistent with zoning regulations but are compatable. For example, a neighborhood grocery store might not be consistent with residential zoning but it might be an asset to the community. In such cases a special use permit would allow the store in without altering the existing zoning regulations.

Special use permits

Ordinances - are local laws that define or restrict uses.

Ordinances

Easements

Easements - a privilege or right that one man has in the land of another, without renumeration or profit. Right of way, access to water, air, power lines, etc. are easements.

In the plan step of each cycle you decide which of these methods you will use to implement your land use plan.

Implementation

Implementation is critical to the success of your plan.

Although you consider implementation information in the plan step of each cycle, you don't actually implement the plan until after you finish cycle 4. Implementation sounds simple. All the work has been done, now it's just a matter of following the plan; but implementation is a critical step in the planning process.

Different plans require different amounts and kinds of administrative expertise. Complex plans require more management than simpler plans. Some plans may require several administrators, a staff, and a large office; other plans can be overseen by one person or even a part time land manager.

Administrators

Who will administer your plan?

A plan's success or failure often depends on who directs it. The plan administrator can be your general manager, land manager, or other appropriate officer, but it should be someone who has determination, and the ability to organize and follow through. The administrator oversees personnel, budget, schedules, bids, and is responsible for what is done, how long it takes, how much it costs, and the quality of the work.

The administrator oversees the plan on a day to day basis.

The administrator answers to the group doing the planning (village council, village corporation board, etc.). The planning group prepares the plan, revises it on a regular basis, and establishes policy based on the plan. The administrator oversees the plan and implements policy on a day-to-day basis. He should submit regular reports to the board and be available to answer questions or explain his decisions.

You should decide who will administer the plan, what kind of budget they will have, and what their timeline will be while you develop the plan. Work out these details in the plan step of each cycle and refine them in cycle four. Ideally the plan administrator should work with you throughout the planning process.

Exercise

Select one of the alternatives you developed. (Perhaps the best way to do this is discuss the alternative and then take a vote.)

Questions

1. What methods of implementation did you consider for the alternative you chose.

2. Who will administer your plan?

REVIEW & REVISE

In cycle planning there are two major catagories of review. One, the ongoing reviews between cycles while the plan is being developed. Two, periodic reviews after the plan has been implemented.

The reviews at the end of each cycle ensure that the plan is what people want, that it's based on sound information, and that it's feasible. The reviews after the plan has been implemented determine if the plan is doing what it was designed to do. Is it achieving the goals?

There are two catagories of review:

1) ongoing reviews while the plan is being developed.
2) periodic reviews after the plan has been implemented.

Keeping the Plan Up-To-Date

The periodic reviews after the plan has been implemented should also be aimed at keeping the plan up-to-date. By planning you are attempting to influence the future. Sometimes you will be successful; sometimes amazingly so. But no matter how well you plan, you can neither predict nor control the future. Unexpected changes in attitudes, lifestyles, bank interest rates, weather patterns, etc. will influence your plan. However, it can still be successful if you modify it to accommodate changes as they occur.

Periodic reviews also keep the plan up-to-date.

You use three techniques to do this: monitoring, evaluation, and feedback. Monitoring means watching the plan on a daily basis. Usually the plan administrator monitors the plan and presents a summary of its progress at annual or semi-annual evaluations. Evaluations are thorough reviews of the plan after it's been implemented. These should be done at least yearly and every six months is probably better. Feedback refers to using what you learn from monitoring and evaluating to revise and update the plan.

Use three techniques to keep track of your plan:

1) monitoring
2) evaluations
3) feedback

Use the Steps of Planning as a Checklist

When you evaluate the plan, go through each step of the planning process. Check to see if the plan is functioning as intended. Revise it where necessary.

When you evaluate your plan, use the steps of planning as a checklist.

Goals

Re-evaluate your goals. Is the plan achieving the original goals or has it strayed from them. Are these goals still relevant? Do they reflect the values of the people involved or have those values changed? If so, should the goals be revised?

Re-evaluate your goals.

Information

Is your information still current?

Is the information the plan was based on still current? Are there any changes or developments that will affect the plan?

Alternatives

Should you consider a new alternative?

Are there any new ideas or changes in situation that make additional alternatives feasible. (Perhaps a change in fashion has increased the demand for furs making a trapping cooperative profitable. Or an increased cash flow, as a result of good planning, makes other ventures possible.)

Plan/Implementation

Should the overall plan be revised?

If there are changes, the overall plan may need to be revised, and new implementation information (budgets, timelines, etc.) added.

An End to Planning? — Never

Planning is a complicated subject. Just when you think you've got it figured out, you realize there are whole topics you haven't even considered. There's land planning, project planning, financial planning, family planning...to name a few.

People new to planning tend to think of the final plan as the end; it's finished, it's over, it's a final product. Unfortunately, planning is like being a parent, it never ends; it's an ongoing process. And like children, planning efforts are neither predictable nor controllable. Times change, the land changes, people change, so the plan has to change or it will stop being useful. In order to continue to produce results, plans must be monitored, evaluated, and revised throughout their lifetimes.

Exercises

(a) Discuss your ongoing review process.

(b) Discuss your periodic review process.

Questions

1. How will you review the plan you drafted today with people in your community.

2. Once you've developed a plan, how will you keep it up-to-date.

3. How often will you review it.

4. How will you evaluate your administrator.